

Order Instituting Rulemaking to Implement the
Commission's Procurement Incentive Framework
and to Examine the Integration of Greenhouse Gas
Emissions Standards into Procurement Policies.

Rulemaking 06-04-009
(Filed April 13, 2006)

COMMENTS OF THE CALIFORNIA MUNICIPAL UTILITIES ASSOCIATION ON THE PROPOSED DECISION FOR THE CPUC'S INTERIM EMISSIONS PERFORMANCE STANDARD

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BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

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In accordance with Rule 14 of the Rules of Practice and Procedure of the Public Utilities Commission ("CPUC" or "Commission") of the State of California, the California Municipal Utilities Association ("CMUA") hereby files these Comments on the *Interim Opinion on Phase 1 Issues: Greenhouse Gas Emissions Performance Standard* ("Proposed Decision") filed December 13, 2006, in Rulemaking R.06-04-009 ("Rulemaking").

I. SCOPE OF CMUA'S COMMENTS.

CMUA represents California's publicly owned electric utilities ("POUs") serving approximately one-quarter of the electricity load in the state. Although, POUs are not CPUC-jurisdictional and the Commission's greenhouse gas ("GHG") emission performance standard ("EPS") and associated rules will not apply directly to POUs, these comments are provided in this Rulemaking to assist in the development of EPS rules that serve the interests of all Californians. Furthermore, POUs have an interest in the outcome of this Rulemaking since the California Energy Commission ("CEC") has stated its intention to consider CPUC proposals in its Docket 06-OIR-1, to adopt and implement an EPS for POUs.

CMUA raises these comments in the interest of correcting certain errors or omissions in the Proposed Decision, and addresses only those topics that are not uniquely specific to the POU standard being promulgated in CEC Docket 06-OIR-1.

II. <u>LEGISLATIVE INTENT MUST BE ASCERTAINED IN ORDER TO PROPERLY AND UNIFORMLY IMPLEMENT SB 1368.</u>

As evidenced by the discussion in the Proposed Decision, certain parties have offered different interpretations for several sections in Senate Bill ("SB") 1368 involving subjects that are critical to drafting rules for an emission performance standard. Therefore, it is essential to follow a uniform and consistent scheme when interpreting SB 1368 in order to accurately implement the intent of the full Legislature. ¹

A. These Comments will use terms consistently as defined.

CMUA understands that some of the words and phrases defined in SB 1368 are still the subject of interpretive questions in this Rulemaking. CMUA will either capitalize the terms or use the generally accepted acronyms when using the terms in these Comments, except in direct quotes. Listed below are the most pertinent words or phrases.

Baseload Generation - "Baseload generation" means electricity generation from a powerplant that is designed and intended to provide electricity at an annualized plant capacity factor of at least 60 percent.²

LSE - "Load-serving entity" means every electrical corporation, electric service provider, or community choice aggregator serving end-use customers in the state.³

POU - "Local publicly owned electric utility" means a "local publicly owned electric utility" as defined in Section 9604.4

LTFC - "Long-term financial commitment" means either a new ownership investment in baseload generation or a new or renewed contract with a term of five or more years, which includes procurement of baseload generation." 5

Powerplant - "Powerplant" means a facility for the generation of electricity, and includes one or more generating units at the same location. $\frac{6}{}$

¹ CMUA notes that the motive, understanding, or intent of an individual legislator is not evidence of the collective Legislative intent, even if that legislator was the author of the bill in question. *People v Jeffrey Patterson*, 72 Cal. App. 4th 438, 443 (1999).

² Pub. Util. Code § 8340(a); all statutory references are to the Public Utilities Code, unless otherwise noted.

 $[\]frac{3}{9}$ § 8340(h).

⁴ § 8340(i).

 $[\]frac{5}{9}$ § 8340(j).

EPS - CMUA uses this to mean the quantitative emission performance standard which is expressed in pounds of CO₂ per MWh.

CPUC Rules – CMUA uses this to mean the set of rules, including the EPS, which will be adopted by the CPUC to implement SB 1368 for LSEs.²

B. The Legislature intends the EPS to reduce certain potential future risks to California consumers associated with the procurement of electricity.

The clear legislative intent of SB 1368 is to protect California's electricity consumers from potential future risks that might occur as a result of an LSE's long-term commitments for the procurement of electricity. *An investment or contract that does not include the procurement of electricity to serve retail customers will not trigger an EPS analysis.*

⁶ § 8340(m).

² § 8341(b)(3). The CEC shall adopt separate EPS regulations for the POUs. § 8341(c), (e).

⁸ See Proposed Decision ("PD") at 168.

⁹ SB 1368, section 1(h) (emphasis added).

 $[\]frac{10}{2}$ SB 1368, section 1(i) (emphasis added).

 $[\]frac{11}{2}$ SB 1368, section 1(j) (emphasis added).

 $[\]frac{12}{8}$ SB 1368, section 1(k) (emphasis added).

 $[\]frac{13}{2}$ SB 1368, section 1(m) (emphasis added).

C. The Legislature intends the EPS to apply only to the LSE's procurement of electricity from Powerplants serving the baseload requirements of California consumers.

The EPS can only apply to the procurement of electricity for Baseload Generation. The actual language of SB 1368, when read in harmony with Section 1, confirms that SB 1368 is centered on financial commitments involving the procurement of electricity. SB 1368 places the legal obligation to comply with the EPS *only* upon the entities that must procure electricity to serve California's retail customers. The core proscriptive section of SB 1368 states as follows, in pertinent part.

"No load-serving entity . . . may enter into a long-term financial commitment unless any baseload generation supplied under the long-term financial commitment complies with the greenhouse gases emission performance standard established by the [CPUC] . . . "15

The first independent clause in this code section makes it clear that SB 1368 prohibitions are limited to specified activities of specified entities, i.e., entering into an LTFC by an LSE. Based upon the definition of an LSE, SB 1368 does not apply to entities that do not serve retail customers in California. And, based upon the definition of an LTFC, SB 1368 does not apply to *any* short-term financial commitments.

SB 1368 requires the CPUC to establish an EPS stated in pounds of GHGs per MWh. The EPS is applicable to the "net emissions resulting from the production of electricity" by

¹⁴ This is consistent with the SB 1368 requirement for POUs, which also have an obligation to serve their enduse customers.

 $[\]frac{15}{8}$ § 8341(a)(emphasis added).

 $[\]frac{16}{8}$ § 8340(j)(emphasis added).

 $[\]frac{17}{8}$ § 8340(a)(emphasis added).

certain Powerplants. The EPS applicability is limited by SB 1368 to only those Powerplants that are designed and intended to generate electricity at an annualized capacity factor of 60% or more.

Therefore, SB 1368 establishes a minimum performance requirement for any Baseload Generation supplied under an LTFC entered into by LSEs providing electricity to California ratepayers. This minimum performance requirement is a GHG emissions performance standard (# of CO₂/MWh) which limits the net emissions rate (# of CO₂/MWh) of Baseload Generation (total MWh of electricity supplied) resulting from the production of the electricity from Powerplants (total # of CO₂) to no higher than the emissions rate (# of CO₂/MWh) of Baseload Generation (MWh) from a CCGT Powerplant (total # of CO₂). 19

III. CMUA'S COMMENTS ON SELECTED SECTIONS OF THE PROPOSED DECISION.

A. The Proposed Decision inappropriately supports the EPS by stating that it functions similar to an appliance efficiency standard.

In several instances, the Proposed Decision states that the CPUC EPS functions similar to an appliance efficiency standard. This is problematical since the Proposed Decision uses the analogy to support its own conclusions but is not mentioned when the analogy would support a contrary conclusion. Primarily, the analogy is inapposite because the EPS ostensibly applies to *purchasers* while appliance efficiency standards apply only to the *manufacturers and sellers*, and accordingly, should be corrected.

The Proposed Decision must be consistent if it does choose to utilize the appliance efficiency standard analogy. For instance, appliance standards do not affect such things as existing appliances, resale of appliances, operations, repair, or whether the appliance is used in a commercial environment to serve consumers. An in-state purchaser may travel out of state to buy a non-conforming unit and then transport it back into California for in-state use. The appliance standards do not prohibit a consumer from owning and operating a non-

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¹⁸ § 8341(d)(2).

¹⁹ See CMUA's proposed changes to Finding of Fact 2.

²⁰ PD at 2, 9, 30, 89, 171 and 190; Findings of Fact 3 and 91.

conforming unit, having the non-conforming unit operating in conjunction with a conforming unit, or operating the conforming unit in a harsh environment in which the new appliance will actually operate less efficiently than the adopted standard. Nor, do the appliance standards place prescriptive rules on manufacturers at the component level. In other words, a manufacturer may design a new refrigerator using a less expensive and less efficient motor but then utilize improved insulation so that the product as a whole meets the efficiency standards. Lastly, the appliance efficiency standards expressly consider federal preemption issues and do not attempt to enter areas already regulated by federal standards.

B. Section 4.2; The EPS applies to the emissions of Baseload Generation but is only triggered if and when an LSE enters into a LTFC.

The Proposed Decision correctly provides that: (1) the EPS *applies* to the emissions of Baseload Generation; but (2) the application is only triggered if an LSE enters into an LTFC. 21

1. Section 4.2.3; The EPS does not apply to existing utility-owned generating units.

The Proposed Decision properly limits the application of the EPS to the extent it provides that the EPS is not applicable to existing utility-owned Powerplants. However, the Proposed Decision errs in its definition of "a new ownership investment" and the position that the EPS may be triggered for any existing generating *units*.

a. Section 4.2.3.1; The EPS analysis is not triggered for a utility-owned Powerplant merely because the plant is operated at a baseload capacity factor.

The Proposed Decision correctly finds that the trigger for any EPS application is an LSE entering into an LTFC for Baseload Generation. The actual fact that a Powerplant operates a capacity factor of 60% or more does not, in and of itself, trigger the analysis. The Proposed Decision properly recognizes that the definition of LTFC is asymmetrical and treats

 $[\]frac{21}{2}$ PD at 35-36.

²² PD at 39-40.

 $[\]frac{23}{2}$ PD at 39.

b. Section 4.2.3.2; An LTFC should not be interpreted to include "investments" or "contracts" in which no new legal relationship is created.

In its interpretation of the phrase "long-term financial commitment," however, the Proposed Decision errs. According to the statute, an LTFC "means either a *new* ownership investment in baseload generation or a new or renewed contract with a term of five or more years, which includes procurement of baseload generation." This interpretation more closely supports the interpretation of Public Utilities Code section 8340(j) offered by Southern California Edison ("SCE"), that is that a new legal relationship must be created to constitute a new ownership investment. CMUA, however, reaches this conclusion by partially agreeing with the grammatical explanation in the Proposed Decision.

CMUA agrees that the meaning of the dependent clause, "a new ownership investment in baseload generation," will be changed if the order of the adjectives is switched within the clause. CMUA agrees that the word "ownership" in this dependent clause modifies the noun "investment." Yet, the Proposed Decision failed to point out that the word "ownership" is typically a noun, which in this clause puts it in special stead to the word "investment." A noun may be used as an adjective when it *precedes* the noun that it modifies. Hence the word "ownership" is used to describe a specific type of investment, i.e., not just any type of investment, but an investment that is the functional equivalent of ownership.

In addition to agreeing that the order of the adjectives may not be switched, CMUA also argues that none of the adjectives may be dropped from the clause without affecting the meaning. As a case in point, it is inappropriate to omit the word "ownership" and insert other words to offer supposed clarifications such as "new LSE investment." This is not the same as a new *ownership* investment.

CMUA's interpretation is internally consistent with the entire statute. According to the rules of statutory interpretation, Public Utilities Code section 8340(j) must be read together and in context with the entire statute before exploring extrinsic aids to determine the

 $[\]frac{24}{10}$ PD at 40.

 $[\]frac{25}{}$ § 8340(j).

 $[\]frac{26}{1}$ PD at 42-46.

legislative intent.

"When construing a statute, one must "ascertain the intent of the Legislature so as to effectuate the purpose of the law. In determining such intent, a court must look first to the words of the statute themselves, giving to the language its usual, ordinary import and according significance, if possible, to every word, phrase and sentence in pursuance of the legislative purpose.""²⁷

In all cases, the words, phrases, and sentences of SB 1368 evidence a legislative intent to trigger the EPS only when an LSE *enters* into a *new legal relationship* involving the procurement of Baseload Generation (read, electricity). The essence of SB 1368 is the section stating that "[n]o load-serving entity . . . may enter into a long-term financial commitment unless any baseload generation supplied under the long-term financial commitment complies with the greenhouse gases emission performance standard established by the [CPUC] "²⁸

In other words, the test is whether or not the LSE's action creates a *new legal* relationship involving the procurement of Baseload Generation that would not *come into* existence but for the LSE's action. Contrary to the conclusion reached in the Proposed Decision, SB 1368 does not evidence any legislative intent to affect any legal relationships during the time they are in existence, *only the act of entering into* new legal relationships.²⁹

For example, an LTFC includes new contracts with a term of 5 or more years which include the procurement of Baseload Generation. Except by entering this new contract, the LSE would not have a *legal relationship* concerning the procurement of Baseload Generation. In the case of expiring contracts, the renewed contract would enable a *new legal relationship* for the procurement of Baseload Generation that would not exist otherwise, since the "old" legal relationship would terminate *according to the existing contract's terms*. Moreover, SB 1368 does not, in any way, diminish or terminate the legal relationship in any existing contract.

Similarly, in the case of a new ownership investment, the LSE's ownership investment creates a new legal relationship in Baseload Generation that includes the procurement of Baseload Generation. The usual and ordinary reading of the phrase "a new ownership

²⁷ Bodell Construction Co. v. Trustees of Cal. State University, 62 Cal. App. 4th 1508, 1515-1516 (1998).

 $[\]frac{28}{8}$ § 8341(a) (emphasis added).

 $[\]frac{29}{2}$ See id.

investment" must be interpreted as written by the Legislature. In that vein, this phrase applies only to investments that *create a new legal relationship* for the LSE involving the procurement of Baseload Generation that would not otherwise exist but for the LTFC.

Therefore, an LTFC does not include expenditures by an existing owner on existing generating units. Such things as expenditures for capacity increases to a unit, repowering a unit, converting a simple cycle unit into a combined cycle unit, maintenance, environmental upgrades, or refinancing are not new ownership investments. Equipment replacement or installations that preserve the existing owned plant are not new ownership investments. Investments to extend the life of an owned plant or to comply with other regulations are not new ownership investments because there is no new legal relationship established involving the procurement of Baseload Generation. The suggestion in the Proposed Decision that investments extending plant life longer than 5 years will trigger the EPS is not supported by any language in SB 1368 and is inconsistent with the asymmetrical definitions in LTFC. Accordingly, the Proposed Decision must be revised to correct this error.

Each of these activities has independent value to the LSE and "will reduce potential financial risk to California consumers for future pollution-control costs," one of the very purposes of SB 1368. These investments may actually produce both immediate and long-term benefits to California, such as reduced emissions, lower fuel consumption, additional jobs, and other benefits to California's businesses. It is an absurd interpretation of SB 1368 that would infer a legislative intent to close existing plants rather than permit an owner to improve the plant in a time of significant forecasted load growth and insufficient generating capacity.

The Proposed Decision does properly conclude that a new ownership investment may occur when an LSE constructs a new powerplant, purchases an existing powerplant from another entity, or constructs a new unit at an existing powerplant. However, to the extent that the Proposed Decision provides that a new ownership interests exists under other circumstances, it is in error and must be corrected.

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 $[\]frac{30}{2}$ SB 1368, section 1(i).

2. Section 4.2.4; A "deemed compliant" Powerplant is not required to demonstrate compliance with the EPS.

The Proposed Decision properly concludes that Powerplants "deemed compliant" pursuant to Public Utilities Code section 8341(d)(1) do not have to demonstrate compliance with the EPS. This is correct because these Powerplants are deemed EPS-compliant *by law* and *any* triggering event is moot for these existing Powerplants. In other words, even if an LSE enters an LTFC with a specific existing unit, that unit is deemed to comply with the EPS.

Furthermore, the Proposed Decision properly provides in proposed CPUC Rule that additional units added to the same site of a deemed compliant powerplant will trigger the EPS for the added unit only.³² As mentioned above, the construction of a new unit implicates "a new ownership investment" since the physical plant did not previously exist and a new legal relationship is established. Accordingly, all deemed-compliant Powerplants are properly excluded from demonstrating compliance with the EPS.

C. <u>Section 4.3; A single EPS of 1000 lbs. CO₂/ MWh for all covered procurements is too low.</u>

CMUA supports in their entirety the Comments of the Northern California Power Agency regarding the appropriate level of CO₂ emissions for the EPS. CMUA agrees with NCPA that the Commission should revise the PD to adopt a standard no lower than a 1,100 pounds of CO₂ /MWh, which would be consistent with the intent of SB 1368, yet would not thwart development of smaller, but necessary facilities to produce Baseload Generation.

D. <u>Section 4.4; The EPS applies to Baseload Generation which requires a procurement of electricity.</u>

The application of the EPS is triggered by a long-term *financial* commitment involving the procurement of electricity generation from a Powerplant. A primary purpose of SB 1368 is to "reduce the potential *financial* risk to California consumers for future pollution-control costs." If the procurement in the LTFC is unit-specific, the EPS applies to the identified unit. If the procurement in the LTFC includes non-unit specific electricity, then the

 $\frac{32}{10}$ PD at 54.

 $[\]frac{31}{2}$ PD at 50.

 $[\]frac{33}{1}$ SB 1368, section 1(i).

EPS must be applied to the emissions from the Powerplants included in the procured portfolio. This could be handled much like the power content label and green power programs already utilized by POUs. This would not cause an excessive administrative burden since CMUA proposes that the burden would be placed on the buyer and seller to identify the resources *financially* attributed to the LTFC.

CMUA recognizes that electrons can't be tagged, but in many cases a *financial commitment* to a subset of Powerplants may be determined. Furthermore, since SB 1368 is intended to reduce financial risk, it makes sense that unspecified resources, used to the extent allowed by resource adequacy requirements, may actually minimize future financial risk. Furthermore, system resources are considered highly reliable since if one unit in the portfolio is down, the seller is required to meet the LSE's need with another unit. This comports, possibly more than a unit-specific agreement, with the legislative declaration to "reduce potential exposure of *California consumers* to future reliability problems in electricity supplies."

E. Section 4.5; The EPS may apply to electricity produced from customer generators if it is triggered by an LSE's LTFC which includes the procurement of Baseload Generation.

The Proposed Decision errs in its conclusion that the EPS is triggered for an LSE's long-term contract to procure electricity from a customer on-site generator solely based upon the Powerplant's capacity factor. The State has recognized many reasons for encouraging customer on-site generation; these reasons have to do with promoting both statewide and local economies, increasing employment, the economical use of powerplants, and the economical and efficient use of energy (co-generation, combined heat and power). If this is curtailed, the result will be more reliance upon central station generation and transmission infrastructure, something that is clearly not intended in SB 1368.

SB 1368 defines Baseload Generation to mean the "electricity generation from a powerplant that is designed and intended to provide electricity at an annualized plant capacity factor of at least 60 percent." For a Powerplant that is owned or operated by an entity in the principal business of producing and selling electricity, the reasonable interpretation of the

 $[\]frac{34}{5}$ SB 1368, section 1(j).

"designed and intended" language is that Baseload Generation pertains to *all the electricity generated* from a Powerplant that is designed and intended to provide electricity to consumers at or above a 60% capacity factor. This is because the Powerplant owner/operator has ostensibly held itself out as a provider of baseloaded power and the LSEs procuring electricity from a specific Powerplant will knowingly incur long term risk through their LTFCs. Therefore, the Proposed Decision properly notes that the EPS analysis will be triggered for any electricity supplied under an LTFC that an LSE enters with *this* type of Powerplant.

Regardless of the capacity factor of customer generation, the EPS will only be triggered if an LSE's LTFC is intended by the LSE for use as a baseload resource to serve its retail customers. In that regard, the CPUC Rules must consider *both* the Powerplant capacity factor *and* the nature of the LSE's electricity procurement in determining whether an EPS analysis is required. Using this procedure for customer generation is consistent with the entire statutory scheme and goals of SB 1368 since it takes into account the potential financial and reliability risks to consumers resulting from the electricity procurement by an LSE.

F. Section 4.7; The use of firming contracts is consistent with SB 1368.

CMUA supports in their entirety the Comments of the Sacramento Municipal Utility District on the issues involving firming contracts.

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^{35 § 8341(}b)(4).

G. Section 4.8; The CPUC Rules must incorporate certain important principles to correctly implement SB 1368.

The CPUC Rules should be drafted to recognize certain important principles. These principles should not be pejoratively classified as exemptions, but rather added as programmatic details to accurately implement the legislative intent expressed in SB 1368 and other statutes already in existence. 36

1. Section 4.8.1; The CPUC Rules must incorporate provisions recognizing the operational limitations of smaller Powerplants.

CMUA supports in their entirety the Comments of the Northern California Power Agency on the issues involving smaller Powerplants and smaller LSEs. There are many reliability and operationally-based reasons to promote smaller powerplants. These may include local resource adequacy requirements for LSEs to meet local reliability needs. It may be distributed generation to reduce the need for transmission infrastructure or overcome transmission constraints and minimize losses. Some of these smaller plants may utilize new, state-of-the-art combined cycle technologies; however, the required operational characteristics may push the emission rate over the currently proposed $1000 \, \# \, \text{CO}_2/\text{MWh}$. The CPUC Rules must consider and accommodate smaller Powerplants and smaller LSEs.

2. Section 4.8.2; The CPUC Rules must incorporate provisions for RD&D.

CMUA believes that the Proposed Decision erroneously prohibits RD&D except experimentation with CO₂ sequestration. The CPUC Rules must include an RD&D provision that applies to all fuels and not be limited solely to sequestration projects. For example, the federal government recognizes that coal is a valuable domestic fuel and R&D activities must be encouraged to develop *combustion* technologies that will enable EPS-compliant electricity generation from coal. A significant portion of California's end-use customers are served by electricity generated from coal-fired powerplants under *existing* long-term commitments. If the CPUC Rules are to act as a near-term bridge to a load-based cap, ³⁷ then the Rules must not

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³⁶ These include such things as mandatory requirements for renewable portfolio standards, resource adequacy requirements, energy efficiency mandates, and the legislative declaration encouraging cogeneration.

 $[\]frac{37}{5}$ See PD at 2.

discourage *current expenditures* by LSEs to reduce the potential *future financial or reliability* risks to California consumers. 38

3. Section 4.8.4; The CPUC Rules should not apply to bottoming cycle cogeneration.

CMUA disagrees with the Proposed Decision's erroneous conclusion on bottoming cycle co-generation. This equipment, although it is a Powerplant since it does generate electricity from what would otherwise be wasted heat, is not designed and intended to provide Baseload Generation to LSEs, and accordingly, the CPUC Rules should not apply. At the very most, this type of Powerplant should be treated similarly to customer on-site generation, in which both the Powerplant capacity factor *and* the characteristics of the LSE's commitment are evaluated to determine whether the EPS is triggered.

H. Section 4.10; CMUA supports both the pre-qualification of certain resources, including most renewable resources and technologies, and also the compilation of an EPS-compliant resource list.

The Proposed Decision properly finds that certain renewable resources are prequalified as EPS-compliant. Essentially, the Proposed Decision stated that only the lack of record evidence inhibited other types of resources from being pre-qualified also. The Proposed Decision correctly finds that if an LSE entered an LTFC for Baseload Generation from a pre-qualified resource, the LSE would not need to demonstrate compliance or seek Commission approval.

In CEC Docket 06-OIR-1, CMUA suggested that the CEC administer the compilation of an EPS-compliant resource list of generating resources designed and intended to produce Baseload Generation. In similar fashion to the pre-qualified resources in the Proposed Decision, CMUA suggests that this list will promote administrative economy for EPS implementation and reduce regulatory uncertainty for any entity procuring electricity using an

³⁸ SB 1368, section 1(i).

 $[\]frac{39}{1}$ PD at 86-87.

 $[\]frac{40}{2}$ PD at 102, 105.

⁴¹ PD at 103.

 $[\]frac{42}{2}$ PD at 103.

LTFC. This list could include all deemed-compliant CCGTs, all pre-qualified renewable resources, and any other resource that provides the necessary substantiating data to the CEC. This list could even include "electricity products" that include unspecified resources as long as the net emission rate can be substantiated by the seller using a mechanism similar to a power content label.

Some resource owners may choose not to be on the list for certain reasons, therefore, CMUA does not suggest that this will necessarily be an exclusive list. The burden to produce sufficient information to be on the EPS-compliant list will be placed on the responsible entity selling Baseload Generation into the California market. However, the resources *that are placed on the list* are formally recognized as EPS-compliant by the CEC [and the CPUC], and any LSE may safely commit to these resources knowing that the CPUC will approve the LTFC⁴³ or accept its Advice Letter filing⁴⁴ *if required*. This list will also provide up-front assurance to the public and environmental groups that the LSE is acting in compliance with SB 1368.

I. Section 4.12; As required by SB 1368, the CPUC Rules must permit the use of unspecified resources in order to treat them consistently with specified resources.

CMUA supports in their entirety the Comments of the Sacramento Municipal Utility District on the issues involving unspecified resources and adds these supplementary comments. CMUA strongly disagrees with the Proposed Decision's prohibition of unspecified resources. SB 1368 provides that "[i]n developing and implementing the greenhouse gases emission performance standard, the commission shall address long-term purchases of electricity from unspecified sources in a manner consistent with this chapter."

This absolutely does not indicate the Legislature's intent to *prohibit* the use of unspecified resources.

In several instances throughout the PD, the PD supports its position by arguing that had the Legislature intended to achieve a particular purpose, it would have explicitly done so

 $[\]frac{43}{2}$ This requirement is for the large investor owned utilities only.

⁴⁴ The Proposed Decision presents this compliance mechanism for ESPs and CCAs.

 $[\]frac{45}{5}$ § 8341(b)(7).

in the statutory language.⁴⁶ CMUA is perplexed as to why the PD did not follow this canon of statutory construction in regard to unspecified resources.

Particularly, SB 1368 states that "[n]o LSE may enter into a LTFC unless any Baseload Generation supplied under the LTFC complies with the GHG EPS." SB 1368 defines Baseload Generation as the *electricity generation from* a baseloaded powerplant and a Powerplant as a facility used *for electricity generation.* The Legislature specifically defined these terms in SB 1368 and could have clearly stated that "[n]o LSE may enter into a LTFC unless any <u>Powerplant supplying</u> Baseload Generation supplied under the LTFC complies with the GHG EPS" if it meant to prohibit unspecified resources.

CMUA argues that none of the statutory definitions in SB 1368 indicate that the EPS must be applied *only* to a single Powerplant or unit. The EPS, in fact, applies to the *net emissions resulting from the production of electricity supplied under the LTFC* by Powerplants. This is consistent with the treatment of specified resources, and therefore, in harmony with the Legislature's direction in SB 1368, and the Proposed Decision should be corrected accordingly.

J. Section 5.6; The proposed definition for "capacity factor" is reasonable.

The Proposed Decision properly defines "annualized plant capacity factor."

K. <u>Section 9.0; Reliability and cost considerations should be included as uniform components in the CPUC Rules.</u>

The Proposed Decision incorrectly states that long-term commitments have no relevance to reliability. If in fact this is true for IOUs, it is not true for POUs.

⁴⁶ See e.g., PD at 43-46, 50, 59, 63, 73, 86, and 130.

^{47 § 8341(}a)(emphasis added).

⁴⁸ § 8340(a). For brevity, a baseloaded powerplant is the term used for a plant that is designed and intended to provide electricity at an annualized plant capacity factor of at least 60 percent.

 $[\]frac{49}{9}$ § 8340(m).

⁵⁰ § 8341(a)(insertions and strikeouts added).

 $[\]frac{51}{6}$ § 8341(d)(2).

IV. PROPOSED REVISIONS

CMUA proposes that the following changes to the Findings of Fact and Conclusions of Law be made.

Findings of Fact

The following Findings of Fact should be eliminated in their entirety: 3, 6, 27, 28, 33, 34, 60, 70, 71, 74, 91 and 159. Proposed changes to additional Findings of Fact 2, 12, 17, 31, 40, 57, 60 and 63 are shown below.

- 2. SB 1368 establishes a minimum performance requirement for any baseload generation supplied under facility that represents a new long-term financial commitment entered into by entities providing power to California ratepayers. This minimum performance requirement is a GHG emissions performance standard, or "EPS," which limits the powerplant net emissions rate of baseload generation resulting from the production of the electricity from powerplants to no higher than the emissions rate of baseload generation from a CCGT powerplant.
- 12. Under SB 1368, the requirement to comply with the EPS is triggered if there is a "long-term financial commitment" by an LSE to baseload generation. For LSE-owned baseloaded generation, a long-term financial commitment occurs whenever there is a "new ownership investment" which includes procurement of baseload generation. For baseload generation procured under contract, there is a long-term financial commitment when the LSE enters into a new or renewed contract with a term of five or more years.
- 17. Under the provisions of SB 1368, an LSE does not enter into the types of commitments with "retained generation" (i.e., existing baseload facilities owned by the LSE to serve its load) that would trigger the requirement to comply with the EPS, absent additional investment that establishes a new legal relationship.
- 30. An EPS trigger that identifies alterations the addition of a new generating unit to an existing powerplant that would increase the expected level of GHG emissions from the facility over the long-term is consistent with the overall objectives of SB 1368.
- 31. This would not be accomplished by requiring that any <u>investments for an existing generating unit such as the</u> replacement of equipment <u>to extend the life of the generating unit, repowers, upgrades</u>, or addition of pollution control equipment triggers compliance with the EPS, since the plant and its operation <u>may will be improved remain essentially unchanged</u>. More importantly, this approach could reduce powerplant reliability as old parts are repaired rather than replaced.
- 40. Interpreting SB 1368 to mean that existing CCGTs are deemed to be permanently in compliance regardless of any subsequent changes to the facilities an existing generating unit is reasonable, however, would lead to absurd results, e.g., and it would not allow an LSE or non-LSE owner to circumvent the EPS simply by co-locating additional units with existing

units within on the same site as a previously deemed-compliant CCGT powerplant since those actions would trigger the EPS for the new generating unit.

- 57. Accomplishing the goals of SB 1368 and this Commission's GHG reduction policies requires looking at the characteristics and emissions of the powerplant(s) being contracted for <u>and</u>, <u>not</u> just the characteristics of the contracted for deliveries, as some parties propose.
- 63. Once <u>an LSE enters a long-term financial commitment to procure baseload</u> <u>generation from a customer generator and</u> a customer generator decides to offer power over and above its own (or over the fence) on-site consumption to an LSE under a contract of five years or more, the <u>baseload generation power</u> supplied comes under Commission purview for the purposes of evaluating the LSE's (not the customer generator's) compliance with the EPS.

Conclusions of Law

Conclusions of Law 7 and 25 should be eliminated in their entirety. Proposed changes to additional Conclusions of Law 6, 9, 14, 15, 17, 26 and 46 are shown below.

- 6. SCE's <u>The</u> interpretation of "new ownership investment" to only encompass an investment in baseload generation that <u>creates</u> is <u>also</u> a new <u>legal relationship which includes</u> the procurement of baseload generation ownership interest is not reasonable for the reasons discussed in this decision, and should be rejected.
- 9. For the reasons discussed in this decision, we conclude that it is reasonable and consistent with the direction of SB 1368 to apply the EPS to the following "covered procurements":
 - (1) New ownership investments in baseload generation <u>which include the</u> <u>procurement of baseload generation</u> made by an LSE, defined as:
 - (a) Investments in <u>a</u> new baseload powerplant (new construction), or
 - (b) Acquisition of new or additional ownership interest in <u>an</u> existing baseload powerplant previously owned by others, or
 - (c) New investments in the LSE's own existing, non-CCGT baseload powerplants that are:
 - (i) intended to extend the life of one or more units by five years or more,
 - (ii) result in a net increase in the rated capacity of the powerplant, or
 - (iii) intended to convert a non-baseload plant to a baseload plant, or
 - (d) (c) Units added to a <u>baseload</u> deemed compliant CCGT powerplant that result in an increase of 50 MW or more to the powerplant's rated

capacity (the LSE owner need only show that the added units meet the EPS), or

- (2) New contract commitments (including renewal contracts) of five years or greater which include the procurement of baseload generation made by an LSE with:
 - (a) baseload generation facilities, unless those facilities represent deemed-compliant CCGT powerplants, or
 - (b) any deemed-compliant CCGT powerplant that added units resulting in an increase of 50 MW or more to the powerplant's rated capacity. (The contracting LSE need only show that the added units meet the EPS.)
- 14. Determining whether the EPS applies to a <u>unit-specific</u> contract commitment should be made based on a "facility" basis, i.e., based on the characteristics of each generating source underlying the contract, and not on the contracted-for deliveries. <u>Determining whether the EPS applies to a contract commitment that includes unspecified resources should be made based on the portfolio characteristics of the generating sources underlying the contract. This application of the EPS will further the policy objectives of SB 1368 and is supported by the rules of statutory construction.</u>
- 15. In a situation when an LSE enters a long-term financial commitment to procure baseload generation from a customer generator and a customer generator decides to offer power over and above its own (or over the fence) on-site consumption to an LSE under a contract of five years or more, the baseload generation supplied comes under Commission purview for the purposes of evaluating the LSE's (not the customer generator's) compliance and applying the EPS to the underlying facility in the case of customer generators does not exceed the Commission's jurisdiction or violate any laws, as some parties contend in this proceeding.
- 17. For the reasons discussed in this decision Except in the case of firming contracts for baseload generation from renewable resources and all hydroelectric resources, generating units utilizing different resources or technologies, no matter if they are at the same location or contracted for under the same <u>unit-specific</u> purchase power agreement, must each be evaluated separately for the purpose of evaluating whether the resource operates as baseload generation and, if so, whether its emissions rate complies with the EPS.
- 26. Subject to the caveats discussed in this decision, it is reasonable to permit requests for reliability exemptions on a case-by-case basis, including reliability exemptions from the requirement that all covered procurements must be with specified resources.
- 46. For the reasons discussed in this decision, our rules for demonstrating compliance with the interim EPS should not permit offsets or portfolio averaging. However, nothing in today's decision should be construed as precluding consideration of offsets, portfolio

<u>averaging</u>, these and other compliance options in the context of Phase 2, when this Commission will be addressing the implementation of the load-based GHG emissions cap adopted in D.06-02-032.

V. <u>CONCLUSION</u>

CMUA asks the Commission to amend the CPUC Rules presented in the Proposed Decision to incorporate the above-mentioned changes. In addition, CMUA supports the comments of the Sacramento Municipal Utility District and the Northern California Power Agency, and CMUA recommends the incorporation of their comments in the Proposed Decision.

Dated: January 2, 2007 Respectfully submitted,

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CERTIFICATE OF SERVICE

I hereby certify that I have this day served a copy of the attached:

COMMENTS OF THE CALIFORNIA MUNICIPAL UTILITIES ASSOCIATION ON THE PROPOSED DECISION FOR THE CPUC'S INTERIM EMISSIONS PERFORMANCE STANDARD

on all known parties to R.06-04-009 by transmitting an e-mail message with the document attached to each party named in the official service list. I served a copy of the document on those without e-mail addresses by mailing the document by first-class mail addressed as follows:

See attached service list

Executed this 2nd day of January 2007, at Sacramento, California.

Vicki Ferguson

Service List R.06-04-009, updated December 29, 2006

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